THEY SHALL LIVE AGAIN

(A brief account of the Community Development Programme in India)

OFFICE OF THE PRINCIPAL, EXTENSION TRAINING CENTRE
- OCT 1959
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CHAPTER I

Introduction

1. *The Programme.*—Community Development is a programme of "aided self-help" for individual and collective welfare of India's vast rural population numbering nearly 295 million. Living in more than half a million moribund villages they have been leading for ages a life plagued by poverty, ignorance and ill health. The programme is intended to be planned and implemented by villagers themselves, Government offering technical and financial assistance.

2. *Objectives.*—The objectives of the programme are to promote all-sided development of village community including economic, political, social, cultural and moral improvement. The aim is to develop a spirit of community life among the people by promoting co-operation and collective work and to make the villages self-sufficient in the primary needs of life, such as food, clothing and shelter. Emphasis is on the development of self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves making the villages self-governing units of the larger Indian democracy.

3. *Inauguration.*—The programme was launched on October 2, 1952 in fifty five projects selected in different States. Each project covered 500 sq. miles with an area of three hundred villages and population of two lakhs.

4. *Various Aspects.*—Agriculture, being the mainstay of about 70 per cent of rural population, receives highest priority in the programme. Among other activities are included provision of better communications, improvement in health and sanitation, better housing, wider education, measures for women and children welfare, development of cottage and small scale industries, and promotion of cultural life.

5. *Pattern of Operation.*—The programme is implemented in units of blocks. Each block generally comprises 100 villages with an area of 150 sq. miles and a population of 60 to 70 thousand. In tribal and hilly areas, where the density of population is low, a coverage of 30,000 people is allowed.

The programme is now executed in two stages of five years each. The first stage is of intensive development. On completion of stage I, the block enters into stage II when the development work is continued for another period of five years. Preceding the stage I, every block undergoes a "pre-extension" phase of one year during which the work is exclusively confined to agricultural development.

The programme is taken up after a test of self-reliance of the people in the area concerned. Simple norms *e.g.*, keeping the village clean or number of compost pits dug and used, have been laid down for that purpose.

6. *Coverage.*—By January 1, 1959, the programme covered 3,02,947 villages bringing 165 million people within its orbit. Thus about 56 per cent of rural population are already covered by the programme. Blocks in operation up to that date numbered 2,405. The entire country will be covered by the programme by October, 1963 when the total number of blocks will be nearly 5,000.

CHAPTER II

Finance

1. *Source.*—Resources for the programme are drawn both from the people and the Government. For each block area, development schemes indicate a qualifying scale of voluntary contribution from the people in the form of cash, kind or labour. When the State offers financial assistance for execution of projects, expenses are shared by Central and State Governments. For productive works like irrigation, reclamation, etc., necessary funds are advanced by Central Government to States by way of loans. Central Government also bears half of the expenditure on personnel employed by States in Blocks.

2. *Peoples' Contribution.*—Up to September 1958, peoples' contribution amounted to 65.98 crores forming nearly 64 per cent of total Government expenditure which was 103.4 crores.

3. *Expenditure Under Two Plans.*—Total allotment for the programme during the first Plan was Rs. 96.5 crores. Actual expenditure incurred totalled nearly Rs. 52.4 crores leaving a spill over of Rs. 44.1 crores to second Plan. Alltoment under the second Plan is Rs. 200 crores.

4. *Expenditure in Blocks.*—The Block has already been recognised as the basis unit of development. State plans, therefore, are not only framed from the block upward but funds from each Development Department are also allotted block-wise, wherever possible. A schematic budget, however, exists for the block to serve as a nucleus. This is supplemented from the normal Development Departments. A stage I block has a nucleus budget provision of Rs. 12 lakhs for five years. The provision for a stage II block, having a similar life of five years, is Rs. 5 lakhs. Amount available for pre-extension period for agricultural development is Rs. 18,000/- (Details at Appendices B & D).

5. *External Assistance.*—The programme received assistance from the Government of U.S.A. and Ford Foundation. The first made available a total sum of Rs. 14.24 million dollars under the Technical Co-operation Mission Operational Agreement for the import of equipment. Assistance from Ford Foundation was received largely for training of project personnel.

CHAPTER III

Organisation

1. *At the Centre.*—The Ministry of Community Development (now designated as Ministry of Community Development and Co-operation) has overall charge of the programme. It works under the guidance of the Central Committee with Prime Minister as the Chairman. The Central Committee, which lays down basic policies, consists of Members of Planning Commission, Minister of Food and Agriculture, and Minister for Community Development and Co-operation. Co-ordination with allied Ministries is maintained through special committees.

2. *In the States.*—Actual execution of the programme is the responsibility of State Governments. The State Development Committee, consisting of Chief Minister as Chairman, the Ministers of Development Departments as members and the Development Commissioner as Secretary, implements the programme. Development Commissioner, who co-ordinates activities of all Development Departments, is thus the executive head for the programme in the State. The Collector, as Chairman of District Planning Development Committee, is responsible for implementation of the schemes in the district.

3. *At the Block.*—Block Development Officer is the head of a team of experts, known as Extension Officers, in agriculture, animal husbandry, cottage industry, etc. Both stage I and II blocks have eight extension officers in the team. Pre-extension block works with one B.D.O. and one Agriculture Extension Officer. Finally, at the village level, there is the Gram Sevak acting as a multi-purpose extension agent with 10 villages in his charge (Details of staffing pattern at Appendices C & E).

4. *National Extension Service.*—The N.E.S. has now been accepted as the permanent pattern of rural development administration in the country. Formerly, different Development Departments used to function in isolation, each carrying its own programme often remaining unaware of the schemes of others. The National Extension Service provides co-ordinated action. State Development Departments prepare their schemes and budgets block-wise and carry out activities through the agency of extension organisation.

The role of extension organisation is two-fold. Firstly, it carries proved knowledge or research of practical utility to the villagers. Simul taneously, it transmits the problems of the villagers back to research organisations for special study and solution. Besides the extension work, block organisation is charged with the task of Community Development by promoting useful corporate life in the form of co-operatives, better farming societies, Mahila Mandals, Youth and Children's organisations etc.

5. *Community Organisations.*—Whilst the executive set up is utilised as the machinery for execution, the responsibility for planning and implementation remains with people's organisations. The base unit at the village is the Panchayat—a statutory organisation consisting of members elected by the entire adult population of the area. It collects the basic data, ascertains the needs, assesses the resources and fixes priority of schemes for the village. Voluntary organisations like Youth Clubs, Farmers' Forums, Mahila Mandals as secondary agencies supplement Panchayats' functions. Primary Co-operative Societies and village school are other two basic institutions. First deals with economic side of programme, second acts as the hub of community life.

6. *Block Development Committee.*—Above the primary unit functions the Block Development Committee. It is composed largely of the representatives of the Panchayats, Co-operative societies, a woman representative, a few advanced cultivators and social workers. M. P's and M.L.A's representing the block area are ex-officio members of the Committee. The Block Development Committee is responsible for planning, initiation, sanction and execution of development schemes for the entire area covered by the block. It enjoys necessary powers by convention. It's decisions are virtually mandatory. Action has already been taken in some States to set up statutory organisations called "Block Panchayat Samiti" at the block level.

7. *District Development Committee.*—At district level, there is the District Development Committee. It co-ordinates activities among various blocks, allocates resources, indicating priorities, and maintains general supervisions.

8. *At the Top.*—The State Legislatures and Parliament, supreme bodies representing will of the people, provide guidance and direction at the top. Intimate vigilance is exercised by them through Informal Consultative Committees attached to the Central Ministry and the State Development Departments.

CHAPTER IV

Training

1. *Need for Training.*—Successful implementation of a development programme depends largely on availability of trained personnel. A comprehensive training programme is conducted by Government to meet the requirements of the programme. The personnel in various categories are selected by State Governments. Selected candidates before taking up positions receive training in various training centres set up in different parts of the country.

2. *Gram Sevaks.*—Gram Sevaks undergo two years' training. There are 75 Extension Training Centres for them in different States. By December, 1958, the number of Gram Sevaks trained exceeded 33,000.

3. *Gram Sevikas.*—There are 27 Home Economics Wings attached to Extension Centres for training Gram Sevikas. By the end of 1958, 1,152 Gram Sevikas were already trained.

4. *Other Personnel.*—There are 8 Training Centres for imparting job training to Social Education Organisers. In addition, there is a separate centre for specialised training for S.E.O's. working in tribal areas. The S.E.O's also undergo one and a half month's orientation course at six Orientation Training Centres. Mukhya Sevikas (Women Social Education Organiser) receive ten and a half months' training for which there are ten centres.

For the training of Block Development Officers there are six Training Centres. Two more are to be added shortly. Eight Training Centres have been set up for Block Level Extension Officers on Co-operation and twelve Training Centres for Block Level Extension Officers (Industries). Health personnel are being trained in three Training Centres. For training of Auxiliary Nurse-midwives, there are 71 institutions. Lady Health Visitors and midwives are being trained in 15 different institutions.

5. *Training of Non-Officials.*—In addition to training of Government functionaries, a programme to train up non-officials to work on the programme is in operation. To supplement the work of Gram Sevaks, who

function as extension workers from the official side, Gram Sahayaks (Functional Village Leaders) are being trained in large numbers. About 50 villagers are trained through short duration camps held in every Gram Sevaks' circle. At present, camps are confined to agricultural group of subjects. On return to their respective villages, the Gram Sahayaks with their newly acquired knowledge help and inspire other villagers to adopt modern techniques of production. More than a million Gram Sahayaks have already been trained through these camps. Similar training for members of the Block Development Committees, Panchayats and Co-operative Societies is being arranged.

6. *Seminars.*—Periodically, seminars are held for workers engaged on the programme. Serving as an important forum for both officials and non-officials associated with the programme these meetings facilitate exchange of notes and sharing of knowledge and experience. Seminars are organised both at district and State levels.

7. *Village School Teacher.*—The village school teacher is an important person in the life of village community. To make him familiar with aims and objectives of development programme, camps are organised in each block. Teachers on return from these camps to village acquaint school children and villagers with the broad outlines of development plans and encourage them to play their legitimate part in successful implementation of those plans.

8. *Central Institute.*—The Central Institute on Community Development, situated at Mussoorie, provides training, particularly on group methods and sociological aspect of the programme, to key personnel, administrative as well as technical. The training, generally is of six weeeks duration.

APPENDIX 'A'

ACHIEVEMENTS

The following figures highlight the achievements in some of the aspects covered by the Programme up to September, 1958 in Development Blocks:—

Agriculture	
Improved seeds distributed (mds.)	15,798,000
Chemical fertilisers distributed (mds.)	39,039,000
Improved implements supplied (Nos.)	1,175,000
Agricultural demonstrations held (Nos.)	4,851,000
Area under green manuring (acres)	4,150,000
Compost pits dug (Nos.)	5,015,000
Animal Husbandry	
Improved animals supplied (Nos.)	45,600
Improved birds supplied (Nos.)	627,000
Health & Sanitation	
Rural latrines in use (Nos.)	507,000
Drains constructed (Yds.)	18,615,000
Smokeless chullahs constructed (Nos.)	197,800
Village lanes paved (Sq. yds.)	8,450,000
Drinking water wells constructed (Nos.)	129,000
Drinking water wells renovated (Nos.)	195,000
Social Education	
Adult literacy centres functioning (Nos.)	87,000
Adults made literate (Nos.)	2,968,000
Reading rooms opened (Nos.)	45,100
Information Centres at Block Head Quarters (Nos.)	1,669
Community centres started (Nos.)	103,000
Community Organisations	
Youth & Farmers' clubs started (Nos.)	84,700
Mahila Samities started (Nos.)	19,100
Gram Sahayaks trained (Nos.)	1,014,000
Communications	
Kacha roads constructed (miles)	78,600
Existing *kacha* roads improved (miles)	91,400
No. of culverts constructed (Nos.)	51,100

Cooperation

Cooperative Societies functioning (Nos.)	127,125
Members enrolled (Nos.)	8·78 million

Tribal Blocks

Forty-three multipurpose Tribal Blocks have been started with special programmes for intensive development of selected tribal areas. An expenditure of about Rs. 27 lakhs has been provided for each block for 5 years.

APPENDIX 'B'

Schematic Budget for Stage I Block

Estimated expenditure for period of five years.

(This budget is only intended as a guide and is to be adjusted according to local conditions).

(Figures in lakhs of rupees)

Heads	Total
I. Block Headquarters.	
Personnel, transport, office, equipment, furniture, etc.	2·90
Project Office, Seed Store, Information Centre, etc.	0·25
.. TOTAL ..	**3·15**
II. Agriculture and Animal Husbandry-Extension Methods, and demonstration of improved practices, including equipment ..	0·50
III. Irrigation IV. Reclamation (including soil conservation, contour bunding, etc.)	3·40
V. Health and Rural Sanitation (including building and equipment)	0·40
Drinking water supply	0·50
Drainage and Sanitation	0·25
.. TOTAL ..	**1·15**
VI. Education	0·60
VII. Social Education (including Audio-visual aids and women, youth and children's programme)	0·70
VIII. Communications	0·85
IX. Rural arts, crafts and industries	0·63
X. Rural housing and housing for project staff	1·00
GRAND TOTAL	**12·00**

APPENDIX 'C'

Staffing Pattern for Stage I Block

Particulars of Staff

1 Block Development Officer.
8 Extension Officers viz., 1 each for Agriculture, Animal Husbandry, Co-operation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education and Programme for Women and Children.
10 Gram Sevaks.
2 Gram Sevikas.
1 Progress Assistant.
2 Stockmen (Veterinary).
2 Messengers (Veterinary)
1 Medical Officer.
1 Compounder.
1 Sanitary Inspector.
1 Lady Health Visitor.
4 Midwives.
10 Clerical and other staff including cashier, sweepers, etc.

APPENDIX 'D'

Schematic Budget for Stage II Block

Estimated expenditure for five years

(Figures in lakhs of rupees).

Heads	Total
I. Block Headquarters Personnel and Transport	0·85
II. Animal Husbandry and Agricultural Extension	0·50
III. Irrigation } IV. Reclamation }	0·85
V. Health and Rural Sanitation	0·50
VI. Education	0·50
VII. Social education (including Audio-Visual Aids)	0·50
VIII. Communications	0·50
IX. Rural Arts, Crafts and Industries	0·50
X. Rural Housing	0·30
GRAND TOTAL	5·00

APPENDIX 'E'

Staffing Pattern for Stage II Block

Particulars of Staff

1 Block Development Officer.
8 Extension Officers, 1 each for :
- Agriculture
- Animal Husbandry
- Co-operation
- Panchayats
- Rural Industries
- Rural Engineering (Overseer)
- Social Education, and
- Programme for Women and Children

10 Gram Sevaks.
2 Gram Sevikas.
1 Progress Assistant.
8 Clerical and other staff including cashier.

M10MofCD—10,000—20-3-59—GIPF.

PRINTED IN INDIA BY THE MANAGER, GOVERNMENT
OF INDIA PRESS, FARIDABAD, 1959.

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